

Message Text

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C O N F I D E N T I A L GABORONE 0142

FOR AF/S ONLY

E.O. 11652: GDS
TAGS: EAID, PDEV, BC
SUBJECT: FY-78 SECURITY SUPPORTING ASSISTANCE TO BOTSWANA

REF: (A) STATE 8601, (B) GABORONE 0129, (C) HOOVER/MCCORMICK
TELECON 1/18/78

1. JANUARY 19 EMBOFF BROUGHT ADMINISTRATIVE SECRETARY TIBONE UP TO DATE ON DEPARTMENT THINKING CONCERNING FY-78 SECURITY SUPPORTING ASSISTANCE (SEE REF A). TIBONE, WHO WAS ALREADY BRIEFED ON MATTER BY FINMIN PERMANENT SECRETARY GAOLATHE (SEE REF B), STATED ON SUBJECT OF "ECONOMIC DOCUMENTATION", THAT IT MIGHT NOT BE EASY TO COME UP WITH CONCRETE EVIDENCE FOR THE DEPARTMENT ON THE SIZE AND LOCATION OF SPECIFIC PROGRAM CUTBACKS OWING TO EXTRAORDINARY EXPENDITURES IN RELATION TO THE RHODESIAN CONFLICT. FOR ONE THING, THE EXTENT OF CUTBACKS MIGHT NOT BE FULLY KNOWN UNTIL THE EXPENDITURES HAD BEEN MADE. FOR ANOTHER, CUTBACKS MIGHT VERY POSSIBLY BE MADE ACROSS-THE-BOARD IN ALL SECTORS SO AS NOT TO RISK CANCELLING OUT COMPLETELY SPECIFIC PROGRAM. FOR EXAMPLE, HE THOUGHT THAT AN ACROSS-THE-BOARD CUTBACK OF 2 1/2 TO 3 PERCENT MIGHT BE APPLIED TO EITHER THE RECURRENT BUDGET OR TO THE DEVELOPMENT BUDGET.

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2. A SECOND TYPE OF CUTBACK POSSIBILITY, WHICH TIBONE CONSIDERED TO BE LESS LIKELY THAN THE ACROSS-THE-BOARD OPTION, WOULD BE TO IDENTIFY THE LOWEST PRIORITY PROJECTS IN EITHER THE DEVELOPMENT BUDGET OR THE RECURRENT BUDGET FOR DEPRIVATION OF FUNDS. THIS APPROACH WOULD CERTAINLY BE THE MOST PRAGMATIC INASMUCH AS ONE COULD EASILY TRACE THE TRANSFER OF FUNDS TO MEET EMERGENCY NEEDS AND THE

FILLING OF THE REMAINING GAP BY DIRECT FINANCIAL ASSISTANCE. HOWEVER, TO TAKE AN EXTREME AND HYPOTHETICAL EXAMPLE, THE USG MIGHT WIND UP FINANCING PRISON DEVELOPMENT. TIBONE EMPHASIZED THAT THE GOB WAS STILL MOOTING WHICH COURSE TO TAKE ON CUTBACKS. A DECISION WOULD BE MADE AFTER THE VICE PRESIDENT RETURNED TO WORK.

3. ON THE OTHER HAND, TIBONE NOTED THAT IN ORDER TO AVOID A SERIOUS CASH FLOW PROBLEM FROM DEVELOPING, USG DIRECT FINANCIAL ASSISTANCE COULD BEST BE GIVEN TO THOSE DEVELOPMENT PROGRAMS WHICH DEMANDED COUNTERPART COSTS FROM THE GOB, PRESUMABLY, AS OPPOSED TO PROGRAMS ENTIRELY FUNDED BY THE GOB. BOTH THE TRANSPORTATION SECTOR AND THE EDUCATION SECTOR WERE FULL OF SUCH COUNTERPART PROGRAMS; THAT IS WHY IT WAS SO IMPORTANT THAT EDUCATION AND THE BUILDING OF SECONDARY SCHOOLS BE INCLUDED UNDER THE RUBRIC OF RURAL DEVELOPMENT (SEE PARA 3 (A) OF REF B).

5. COMMENTS AND ACTION REQUESTED: IN ADDITION TO GAOLATHE'S THREE QUESTIONS POSED IN REF B, WE WOULD ASK WHETHER THE DIRECT FINANCING OF THE KIND OF ACROSS-THE-BOARD BUDGET CUTBACK MENTIONED BY TIBONE WOULD PRESENT DIFFICULTY FOR THE DEPARTMENT AND AID/W. THE ACROSS-THE-BOARD ALTERNATIVE, AS OPPOSED TO THAT OF DEPRIVING CERTAIN PROGRAMS OF ALL OR SIGNIFICANT FUNDS, HAS THE MERIT FOR THE GOB OF KEEPING ALL PROGRAMS RUN-CONFIDENTIAL

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NING SMOOTHLY ALBEIT AT A REDUCED RATE. HOWEVER, IF USG FUNDS ARE CONFINED TO TRANSPORTATION/RURAL DEVELOPMENT FORMULA, IT WOULD SEEM DIFFICULT FOR US TO EXPEND TEN MILLION DOLLARS ON SUCH PROGRAMS ALONE BECAUSE THEY WOULD SUFFER ONLY A 2 1/2 TO 3 PERCENT CUTBACK. THE CRUX OF THE MATTER FOR NOW IS WHETHER AID CAN RESPOND WITH DIRECT FINANCING FAST ENOUGH TO INFLUENCE GOB TO RISK CASH FLOW STOPPAGE BY MAKING MAJOR CUTBACKS IN SPECIFIC TRANSPORTATION/RURAL DEVELOPMENT AND OTHER PROGRAMS. PLEASE ADVISE SOONEST ON PROPER RESPONSE TO TIBONE SO THAT GOB MAY TAKE USG VIEWS WHILE CONSIDERING WHICH COURSE OF CUTBACKS TO FOLLOW.
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